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An Investigation of the Distribution of Students, Teachers and Administrators in the Glenwood Community School District

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Accepted for the faculty of The Graduate College of
the University of Nebraska at Omaha, in partial fulfillment
of the requirements for the degree Specialist in Education.

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AN INVESTIGATION OF THE DISTRIBUTION OF STUDENTS,
TEACHERS, AND ADMINISTRATORS IN
THE GLENWOOD COMMUNITY SCHOOL DISTRICT

A Field Study
Presented to the
Department of Education
and the
Faculty of the Graduate College
University of Nebraska at Omaha

In Partial Fulfillment
of the Requirements for the Degree
Specialist in Education

by
Keith McGinnis

March 1970

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CHAPTER I

INTRODUCTION

During recent months, much concern has been expressed over the rising costs of public education. Property taxes have risen to new highs and the public has become determined that the schools hold the line as much as possible on expenses. It has now become apparent that educators must concentrate their attention on providing the best possible education for young people while, now more than ever, attempting to do this as economically as possible. This investigation was an attempt to consider these factors in the elementary schools of one particular school district.

In 1969, the Glenwood, Iowa, Community School District operated elementary attendance centers in Mineola, Pacific Junction, Silver City, and two attendance centers in Glenwood. These attendance centers had been in operation since 1961, as a result of reorganization. At that time, twenty-one rural school districts merged to form the Glenwood Community School District. Elementary school students were permitted to select any attendance center they wanted to attend provided space in the classroom existed. After eight years of operation, the attendance at Mineola, Pacific Junction, and Silver City remained small causing poor utilization of teachers, nurse, administrators and facilities. In Glenwood,

the East Elementary School needed to be replaced by a new structure. For these reasons, this study was made in order to assist the Glenwood Board of Education to determine the arrangement of facilities, staff, and administration which would best serve the Glenwood Community School District.

There was another aspect of the problem as the state of Iowa will require that by 1970 a principal shall supervise no more than two attendance centers. At the time of the study, Glenwood had two elementary principals and five attendance centers. In order to comply with the state standard, it would be necessary either to hire an additional principal or close at least one attendance center.

The Purpose of the Study

The purpose of this study was to determine whether the present plan and distribution of the five elementary school attendance centers of the Glenwood, Iowa, Community School District was educationally, socially, and fiscally sound. The study was made in an attempt to determine whether there was a proper distribution of the school personnel, including students, teachers, and administrators. An analysis and evaluation of the existing educational program for elementary students at each attendance center was made. In an attempt to determine the building needs of the Glenwood Community School District for elementary education, several different proposals were evaluated and the merits of each considered.

History of the Glenwood Community School District

To better understand the problems and conditions which existed in the Glenwood Community School District, it was necessary to present here a brief history of the school district, before and after reorganization.

The Glenwood district is a moderately stable community located in a good farming region of southwest Iowa. The population in Glenwood, Mineola, Silver City, and Pacific Junction, the centers included in this district, is approximately 7,800.¹

The activity that led to the formation of this school district began in April, 1958, but not until March, 1961, was it presented in a public election. During this three year period, a study committee was drawing up the reorganization plan which was presented on the election ballot.

Reorganization took place in March, 1961, and merged fifteen rural school districts and four towns including Glenwood, Pacific Junction, Silver City, and Mineola. Of the fifteen rural school districts, seven were not operating schools and there were twenty one-room school houses in the others. The town of Mineola was located in the rural school district of Vogeler and operated a Kindergarten through eighth grade school.

¹Manpower Survey

In 1966, four townships in the southwest corner of the district were added to the school system. They were Wrights, Elm Grove, Burr Oak, and Walnut Grove. These additions plus the original district can be seen in Appendix A.

Plans of the reorganization committee called for a reorganization election in March of 1959, but the election did not become a reality until March, 1961. The main reasons for this delay seemed to be; (1) An early meeting indicating overwhelming support for reorganization apparently did not give the true feeling of the persons affected, (2) The Lions Club of Glenwood dropped their active support after getting the plan started, and (3) the Glenwood school board had stated that it would accept the students but was not pushing for reorganization. During this period of proposed reorganization, the movement seemed to suffer from lack of leadership, and the fact that people were not ready to accept the change.

During the period from 1958 to 1961, other school districts were slicing off area that was in the originally proposed district, Malvern to the east, Treynor to the northeast, and Lewis Central to the northwest.

Probably the strongest force brought to bear in setting a date for the reorganization election was the State Department of Public Instruction. In 1961, Silver City and Pacific

Junction lost state accreditation of their High Schools, and in the fall of that year, the two school boards made arrangements to send their high school students to Glenwood.

Voting on the proposed school district took place on March 29, 1961. Voting was extremely light despite the fact that the weather was most pleasant. The total vote cast was 726, only about 20 per cent of the estimated 3,600 eligible to vote in the eighteen present districts. However, of those ballots cast, about 81 per cent voted "yes" on the proposal. A total of 586 ballots favored the proposal, with only 140 against it. The vote by districts may be seen in Table I, page 6. The effective date of the reorganization of the districts was set for July 1, 1961.

The ballot used for the reorganization election has been reproduced for the purposes of this study and displayed in Appendix B. It should be noted that the ballot contained an outline of the recommendations of the steering committee concerning distribution of students and transportation.

It was estimated that a tax levy of approximately 35 mills would be required for the new district. At the time of reorganization, some of the districts had a levy well over that figure. The tax levy for operating the new district for the first year was, in fact, only 28.5 mills.

TABLE I
REORGANIZATION VOTE BY DISTRICTS

	Yes	No
Glenwood City	196	41
Pacific Junction	39	25
Silver City	89	12
Glenwood Township	15	11
Plattville Township	30	3
Rawles Township	8	3
Center Township No. 1	26	7
Ingraham Center No. 5	12	0
Mt. Vernon No. 7	10	9
Pleasant Hill No. 1	9	6
Silver Creek No. 8	6	3
Evernham No. 5	23	1
Gowen No. 1	14	0
Letal No. 3	17	8
Oak Bluff No. 4	17	0
Sand Hollow No. 7	11	0
Vogeler No. 6	37	8
West Liberty No. 2	<u>27</u>	<u>3</u>
Total	586	140

While the school board had no trouble making good the promise of an overall lower tax levy, they did find it impossible to fulfill other promises made by the reorganization committee; namely, that no elementary students would be transported from town to town, and that rural students would be allowed to attend the attendance center of their choice. Actually, the reorganization committee was not as rash in making these promises as it might have appeared. On paper, their plan looked good, because if you divided the number of pupils into the number of classrooms available in all four towns, there was plenty of room for everybody. The difficulty lay in the fact that there were not enough grade school students in Silver City and Pacific Junction to fill up their buildings, and nearly all of the rural students had chosen to come to Glenwood. The result has been that 75 per cent of the grade school students came to Glenwood. This has resulted in a need to re-evaluate the current distribution of students and personnel.

Description of the Facilities

At the time of the study, the Glenwood Community School District operated elementary attendance centers in Mineola, Pacific Junction, Silver City, and two centers in Glenwood. A brief description of these centers has been presented here for a better understanding of the proposals to be discussed in this investigation.

The elementary attendance center at Pacific Junction was a two-story brick building constructed in 1914 for the purpose of housing all grades, including the high school. There were seven classrooms, each capable of containing twenty-five students, which resulted in an approximate capacity of 175 students.

The Mineola attendance center was a one-story wooden structure consisting of two classrooms. It was constructed in 1908, and prior to reorganization was used for Kindergarten through eighth grades. Even though the building was located in the town of Mineola, it was a rural type school with several grades in each of the two classrooms.

At Silver City, the elementary attendance center was constructed in 1896 to house all grades through high school. Additions were made to the building in 1911 and 1926. A gymnasium with a seating capacity of 500 people was constructed in 1936. The building had six classrooms plus an assembly and had a capacity of approximately 150 students.

In Glenwood, the West Elementary attendance center was a two-story brick structure constructed in 1957 at a cost of \$115,000. It was designed to house Kindergarten through sixth grade and with its twelve classrooms had an approximate capacity of 300 students.

The East Elementary school, also in Glenwood, was a large two-story brick structure constructed in 1898. The

building was originally constructed to include all grade levels, one through twelve. The building had an approximate capacity of 325 students with thirteen classrooms in use.

Definition of Terms

Outlying districts was used to describe the elementary attendance centers located at Mineola, Pacific Junction, and Silver City.

Traveling personnel referred to the upper and lower elementary music teachers, the two physical education teachers, the school nurse, the art instructor, and the elementary principal. All of these individuals held positions which required that they travel to the outlying districts.

Average size classroom denoted a classroom which would hold twenty-five students. Some, of course, would hold more, and some less.

Class size, used in figuring the number of teachers needed in each proposal, indicated a pupil-teacher ratio of 25-1.

Multiple grades referred to a teacher in one room teaching several different grade levels.

Social problems denoted adjustment problems which might be encountered by students coming in from the outlying centers where they were used to extremely small classes.

The Plan of the Study

This study has been planned around four proposals for re-distribution of elementary students in the Glenwood, Iowa, Community School District. Following the introduction, the literature in the field of school district planning and reorganization has been reviewed. An effort to discuss current literature and state recommendations dealing with this topic has been made.

A description of the facilities available in the school is presented in Chapter I, as a basis for discussing relocation of students. The four proposals have been presented in Chapter III. These proposals include several options which would be available to the school district.

Data regarding the number of elementary pupils in each township and the number attending each attendance center, presented in Chapter III, were collected through the use of the records of the Glenwood Community School. Statistics concerning costs and expenditures of each attendance center were provided by the secretary of the Glenwood Community School board with the approval of the board.

The final chapter of the study, Chapter IV, is devoted to a summary of the four proposals and the findings of the study concerning each proposal. Recommendations for future consideration by the school board of the Glenwood Community School District were then made.

CHAPTER II

A SURVEY OF RELATED LITERATURE

In their book, School District Organization, the American Association of School Administrators stated that one of the fundamental purposes of school organization is to bring together the financial resources needed for educational purposes and to use them effectively and efficiently in operating the program of community education.¹ If an appraisal of a school district were to be made, it should include a careful look at how well it is performing this function.

The trend toward school reorganization which began some years ago, had as its goal, a high quality educational program at a lower cost. According to Ralph D. Purdy, a survey of the literature showed that small schools were more costly to operate when using the cost per pupil as a criterion.² He also stated that by having schools in operation with small numbers of students, money is often wasted or poorly used in a small school district.

¹American Association of School Administrators, School District Organization (Washington, D.C.: American Association of School Administrators, 1958), p. 134.

²Purdy, R.D., Guidelines for School District Organization. (Lincoln, Nebraska: The State Department of Education, 1968), pp. 90-91.

The American Association of School Administrators confirmed this by saying that, if comparable educational programs were provided, the smaller school was at a financial disadvantage.³ They went on to say that, except for the cost of transporting students, and often even including that, small schools are more expensive to maintain than reasonably large ones if comparable programs are provided for the pupils. They admit that the optimum size of a school may depend on many factors, but it is true nevertheless, that elementary schools having fewer than 200 or 300 pupils are more expensive to maintain than the larger schools providing similar services.

This same group states that the purpose of reorganization is to get more and better education per dollar spent. The savings that result from the reduction in the high per-pupil cost of small schools is usually offset by needed improvements in the school program in order to bring it up to desirable standards in scope and quality.

An attempt to clarify the term "quality in education" is rather difficult. According to Purdy, quality is one of the more intangible words used in an attempt to describe education.⁴ Discussing quality is an attempt to describe

³American Association of School Administrators, op. cit.

⁴Purdy, op. cit.

what happens to an individual in the educative process, what happens to him as a result of attending school and participating in school-directed activities.

Purdy points out two aspects of staff utilization which emerge from the literature. First, the pupil-teacher ratio factor which often reveals excessively low numbers of pupils per teacher in small districts. Second, the specialized training of teachers is often wasted, or poorly utilized, in small school districts.

The American Association of School Administrators elaborates on this point by stating that there is, perhaps, nothing more frustrating to individual teachers or more extravagant in the use of school district resources than bringing a group of high-quality people together as employees of the school district, and through faulty organization placing them in a situation where they cannot work to good advantage.⁵

A multiple grade situation is not desirable in school organization. According to Calvin Grieder, when teachers have to work with several grades an undesirable situation exists.⁶ It takes an extremely exceptional teacher to

⁵American Association of School Administrators, op. cit.

⁶Grieder, Calvin, School District Reorganization for Colorado. Boulder, Colorado: The Colorado Association of School Boards, 1944.

teach well all elementary school subjects at all grade levels. There is a strong tendency to neglect certain grades or certain fields of subject matter.

Purdy verifies this by stating that each elementary school should bring together enough pupils so that there could be one teacher to a grade. Hieronymus studied the academic effects of multiple grades. He used results of the Iowa Basic Skills Testing Program, given to all students in public schools located in cities of 10,000 population or under.⁷ These tests were given in 1948 in 1,005 school systems to 71,000 sixth, seventh, and eighth grade students. He divided the schools into six classifications based on criteria for an adequate school district. He found that the greatest difference in achievement usually occurred between schools with multiple grade teacher load and single grade load. The data suggest that a teacher for each grade induces high achievement in the basic skills.

In 1956 Eisemann studied the relationship of school district reorganization to: (1) educational opportunities; (2) academic achievement; (3) educational costs; and (4) community and neighborhood social structures.⁸ As a result,

⁷Kreitlow, B.W., Long-Term Study of Educational Effectiveness of Newly Formed Centralized School Districts in Rural Areas. Madison, Wisconsin: Department of Education, September, 1962.

⁸Ibid.

he found more educational opportunities provided for first and sixth grade students in reorganized districts than in non-reorganized districts. This was especially true regarding physical facilities, specialized personnel, wider variety of curricular and co-curricular activities.

Another problem according to Grieder is the lack of a socializing environment in small schools.⁹ He points out that it is difficult to understand how pupils can be properly socialized while attending schools with an extremely low enrollment. He continues by stating that children need the association of larger groups than such small schools afford.

The literature emphasized the need to eliminate the inequities which all too often exist in educational opportunities. Purdy points this out by stating that such educational opportunities must be equitable for all.¹⁰ These equitable educational opportunities must provide for differences in individual pupil needs, interests, and capacities.

Purdy also attempted to point out reasons why some school districts remain poorly organized. The major reason according to him is fear: Fear of losing local control;

⁹Grieder, Calvin, op. cit.

¹⁰Purdy, op. cit.

fear of increased costs; fear of increased taxation; fear of losing community identity; and many other fears are the major contributors to inaction. These fears can be alleviated only by knowledge and understanding. There also exists a sense of security in the traditional and we become prejudiced in favor of the past and of the present. The path of least resistance is the status quo in school district organization.

The fact that students are captives of the school district in which they reside is pointed up by Charles D. Faber. He states that the evidence is clear that children who happen to live in a poorly organized district are being denied an opportunity for an education equal to that available to children living in a more fortunate community.¹¹

A summary of the literature reviewed showed that a small school cannot operate as economically and efficiently as a larger school if it provides the same educational advantages. The larger school provides lower per-pupil costs and eliminates excessively low pupil-teacher ratios. Teachers are better utilized and are able to use their specialized training to better advantage. Multiple grades

¹¹Faber, Charles F., "The Size of a School District," Phi Delta Kappan, September, 1966.

can be eliminated and a better social environment would be provided for the students.

As a result, equality of educational opportunity would be provided for all students in a school district.

CHAPTER III

THE STUDY

In order to accomplish the purpose previously stated, four proposals for re-distribution of students and personnel in the Glenwood elementary schools have been presented. Each of these four proposals was considered from the standpoint of cost, social and educational advantages, and facilities available.

Proposal I

The first proposal to be considered in this study was to close the outlying districts and centralize the elementary schools in Glenwood. The strongest factors to encourage the centralizing of the Glenwood elementary schools were the conditions of the facilities in the outlying districts and the costs of operating them.

A general development plan for Glenwood, Iowa, in November of 1962 done by Henningson, Durham, and Richardson of Omaha had the following to say about the outlying districts--"The district has buildings at Mineola, Pacific Junction, and Silver City, none of which are of appreciable structural value or have sufficient enrollment to be operated as educationally efficient units. It is assumed that twenty-five pupils per elementary grade is an efficient unit."

In April of 1969, the State Department of Public Instruction sent a team to evaluate the Glenwood Community School District's elementary attendance centers. In its evaluation, the team recommended the closing of all the outlying districts and centralization of the students in Glenwood.

The following deficiencies in the facilities at the outlying centers have been presented to illustrate the reasons for considering centralization of elementary students at this time.

Silver City

The Silver City building, while it was 70 years old, had been adequately maintained. Due to its age, however, there were many undesirable aspects to the building. Repairs needed to be made for a leaking roof, window frames were weathered and needed caulking and painting, and mortar joints needed repair. Thermostatic heat controls were present in each room but control was not too effective because of the exposed steam pipes and large amount of radiator surface in the class-rooms. There was no hard surface level play area. However, the gymnasium was an asset to the facility since it provided a good play and physical education area during inclement weather.

In 1969, there were 42 students enrolled at this center. Two teachers were employed, one to teach grades Kindergarten, first, and second, and the other to teach grades three, four, and five, giving a pupil-teacher ratio of 21 to 1.

A hot lunch program was in operation with one cook employed to prepare hot lunch for an average of fifteen students daily. There were no teacher aides available at the center, nor was there a remedial reading or mathematics program. An administrator was available five per cent of the time.

Mineola

The Mineola attendance center resembled a two-room rural school house and was heated by two hot air furnaces. The lighting was unsatisfactory, probably because of its height. No hard-surface play area was available but the playground equipment was good. There was no hot lunch program available, nor was a remedial reading or mathematics program. Teacher aides were not available and an administrator was available five per cent of the time.

Of this center, the evaluation team from the State Department of Public Instruction said, "This facility has so many shortcomings in meeting the standards of a modern elementary school, that we feel compelled to recommend

that it be closed immediately in the interests of efficiency and equality of educational opportunity."¹

Two teachers were employed at this center, one to teach Kindergarten, first, second, and third grades, and the other to teach grades four, five, and six. Forty students were enrolled at this center which gave a pupil-teacher ratio of 20 to 1.

Pacific Junction

At the time of the study, there were 84 students enrolled at this center. Six teachers were employed, each teaching one grade level, including grades Kindergarten through five. The pupil-teacher ratio was 13.6 to 1.

Zone heating controls were used in the building, which resulted in over-heating and under-heating in some classrooms. Wooden stairs and hallways were in use and window areas needed caulking and painting. Less than adequate lighting existed in some rooms and the restroom facilities were poorly maintained and inadequate for the enrollment. There was no hard surface play area, gymnasium, or all-purpose room.

The hot lunch program employed one cook who served an average of fifty hot lunches daily. There were no teacher

¹State Department of Public Instruction, Glenwood Community School District Summary Report of Team Visitation, April, 1969, p. 10.

aides available nor was there a remedial reading or mathematics program. An administrator was available 15 per cent of the time.

The evaluation team from the State Department of Public Instruction said of this center, "Obviously, the center has little to recommend its continuance beyond the time that provisions can be made for housing these pupils elsewhere."²

Operating Costs

Another of the major factors which would influence centralization of the Glenwood elementary schools was the cost of operation of the outlying centers. In Table II, page 23, the costs of operating the three centers at Mineola, Silver City, and Pacific Junction have been presented. The total cost of operating all three outlying centers for the 1968-69 school year was \$85,531.22.

This figure should not be misconstrued as being the amount saved if these centers were closed. As can be seen by the Table all types of costs are included here, some of which would still be necessary if centralization were to be effected. The savings involved under each proposal are listed in Tables V, IX, and XI.

²Ibid., p. 10.

TABLE II
 OPERATION COSTS ANALYSIS OF PACIFIC JUNCTION,
 SILVER CITY, AND MINEOLA
 1968-1969

	Pacific Junction	Silver City	Mineola
Teachers Salaries	\$32,800.00	\$13,700.00	\$10,600.00
Utilities	1,866.24	2,486.57	646.48
Building Repairs	429.32	926.63	68.58
Janitors Salaries	4,680.86	2,933.60	698.00
Insurance Expense	762.70	726.74	247.55
IPERS	1,311.83	582.18	395.43
Social Security	1,799.08	798.41	542.31
Instructional Materials	3,055.92	1,527.96	1,455.20
Miscellaneous	<u>190.35</u>	<u>187.28</u>	<u>112.00</u>
Totals	\$46,896.30	\$23,869.37	\$14,765.55

Cost of Traveling Personnel

Another expense which must be taken into consideration in this study was the cost of the traveling personnel, which is presented in Table III, page 25. The persons who must travel to the outlying centers to perform their duties are paid mileage. This cost, plus an allowance for the time spent at the centers and on the road, was included in Table III to arrive at the final costs. This total cost of \$10,294.92 must also be considered an expense of operating the outlying attendance centers. The cost of delivering material and supplies to these centers would be eliminated.

Other Effects of Centralization

In addition to the cost of operation and the condition of the facilities at the outlying centers, several other factors resulting from centralization must be mentioned here.

If the elementary schools were centralized, the hot lunch program could be more economically operated and the students from Mineola would have an opportunity to participate in this program. At the time of the study, two cooks were employed at the outlying centers, one at Silver City and one at Pacific Junction, at a salary of \$1620 each per year. One of these cooks prepared lunch for an average of 15 students daily, while the other cooked for approximately

TABLE III
ESTIMATED YEARLY COST OF TRAVELING
PERSONNEL TO OUTLYING CENTERS
IN GLENWOOD COMMUNITY SCHOOL

	Mileage Paid	Salary Paid*	Total Cost
Art	\$ 144.00	\$ 1056.80	\$ 1200.80
Physical Education	150.00	2462.76	2612.76
Nurse	97.93	401.61	499.54
Music (Lower Elem.)	84.00	1326.34	1410.34
Administrator	150.00	3125.00	3275.00
Music (Upper Elem.)	<u>84.00</u>	<u>1212.48</u>	<u>1296.48</u>
Total	\$ 709.93	\$ 9584.99	\$10,294.92

*Figured on the basis of time spent both in teaching and in traveling, daily salary figured as 1/190th of a year.

fifty students daily. These sixty-five students could be handled more economically in the Glenwood lunch program.

Centralization would provide better utilization of the traveling personnel in addition to saving money. The music and physical education instructors travel to these three centers once a week and spend varying amounts of time there. The art instructor went to each center every other week. The nurse and administrator did not visit all three centers as often but were available whenever they might be needed. The time spent by the traveling personnel in driving could be better utilized in educational pursuits than in traveling from one center to another.

Teachers could be better utilized if the schools were centralized. The low pupil-teacher ratio at some of the outlying centers could be equalized and multiple grades would not be necessary. All teachers would benefit from the use of teacher aides and remedial reading and mathematics would be available for all students who needed it.

With centralization, all audio-visual equipment would be available to all teachers. The audio-visual equipment available at each of the five attendance centers has been presented in Table IV, page 27. The inequity of equipment is readily apparent when each center is compared.

Broader educational programs would be available with centralization. The Glenwood Public Library, an excellent

TABLE IV
COMPARISON OF AUDIO VISUAL EQUIPMENT
AVAILABLE AT FIVE ELEMENTARY CENTERS
IN THE GLENWOOD COMMUNITY SCHOOL DISTRICT

	Silver City	Pacific Junction	Mineola	East	West
Tape Recorder	0	0	0	1	0
Craig Cassettes	1	1	1	2	1
Record Players	2	2	2	3	6
Opaque Projector	0	1	0	1	1
Strip Film Projector	1	2	1	5	6
Overhead Projector	0	2	0	3	3
16mm Projector	0	1	0	1	0
Television Set	0	0	0	2	0

facility, is utilized extensively by the Glenwood schools. Students from the outlying centers could participate in special programs offered, such as the safety program. Many businesses in Glenwood are available for field trips. Broader programs in the special areas of art, music, and physical education could be offered. Band and guitar lessons are given at no cost to the students in Glenwood. More hard-surfaced playgrounds and better playground facilities would be available.

Social advantages which should be mentioned would include such things as more competition from students their own age due to larger classes. Students coming from these outlying districts have been accustomed to competing in classes ranging in size from two or three students to fourteen. On the Junior High level, they suddenly find themselves competing in a class which usually ranges from 100 to 130 students. The departmentalized sixth grade would help to make this difficult transition somewhat easier.

Three Options Available in Proposal I

Assuming under Proposal 1 that the outlying centers were closed, the problem would then be how to re-distribute the students and staff to the best advantage for the Glenwood Community School District. Three alternative

plans for distribution have been presented as Option A, B, and C, and a comparative evaluation of each has been made.

Option A

One plan to be considered would be the construction of a new elementary building in Glenwood to replace the East Elementary which would be large enough to accommodate the present students at the East building plus those brought in from the outlying centers.

Table V, page 30, shows the expenses of the outlying centers which would be saved if Proposal I were implemented and the elementary schools were centralized. This amount remains the same under each of the three options. As can be seen from Table V, an expenditure of \$58,080.93 would cease with centralization.

The estimated cost of constructing a building to house these students would be approximately \$800,000. This would be a building to accommodate 500 elementary students, grades Kindergarten through sixth.

The Glenwood Community School District, as of June 30, 1969, had a bonded indebtedness of \$865,000 and a current bonding capacity, indebtedness deducted, of \$2,661,295. Therefore, financial conditions would permit such a construction at this time.

TABLE V
EXPENSES ELIMINATED UNDER PROPOSAL I
OPTIONS A, B, AND C

Operating Expense, Pacific Junction	\$ 7,166.87
Operating Expense, Mineola	1,525.06
Operating Expense, Silver City	6,534.08
Less Four Teachers	27,408.00
Traveling Personnel Mileage	709.93
Insurance	1,736.99
Less Elementary Principal	<u>13,000.00</u>
Total	\$58,080.93

A 4.42 acre school site has been purchased in the northeast section of town for this purpose, at a cost of \$50,000. The Post Office has been interested in buying the site of the East Elementary School for construction of a new postal facility, but it would be necessary for the School District to take immediate action. It has been estimated that up to \$40,000 could be obtained through that transaction.

In addition to the cost of building construction, transportation expense would be increased due to transporting those students from the outlying districts to Glenwood. It has been estimated that three 54-passenger busses would have to be added at an approximate cost of \$8,400 each, for a total cost of \$25,200. The salaries for the three drivers for these additional busses would amount to \$5,670, since drivers are paid \$210 per month for nine months.

If this option were to be implemented, it would be a number of years before a new facility could be completed.

The State Department of Public Instruction evaluation team issued the following recommendation when they made their visitation in April, 1969. "We recommend that every effort be made to promote a bond issue for a new elementary school at the earliest possible date."³

³Ibid., p. 13.

Option B

Another plan to be considered if the outlying centers were closed would be to place grades nine through twelve at the High School and grades six through eight at the Junior High. This would make space available in the elementary buildings to house those students brought in from the outlying centers.

A new Senior High facility was constructed in 1965 to accommodate an enrollment of up to 500 students. At the time of the study, there were 338 students in grades ten through twelve occupying that building. The ninth grade of 102 students was housed at the Junior High. If these ninth grade students were moved to the High School it would bring the total number of students attending that building to 440, at four grade levels. The Junior High school would then be organized as a middle school housing grades six through eight, which would be a total of 350 students.

Physically, this arrangement of students is possible. The Senior High School is equipped to feed 500 students and adequate locker space is available.

Table VI, page 33, shows the enrollment for each grade level, the number of teachers needed, and the number of classrooms required under this distribution. Considering these figures, it can be seen that one additional classroom would be needed at the elementary level. It should also

TABLE VI
DISTRIBUTION OF STUDENTS, TEACHERS,
AND CLASSROOMS NEEDED
OPTION B

East and West Elementaries	Enrollment	Pupil Teacher Ratio	Number of Teachers	Class- rooms Needed
Kindergarten	131	26.2-1	2.5	3
Grade 1	128	25.6-1	5	5
Grade 2	120	24.0-1	5	5
Grade 3	109	27.2-1	4	4
Grade 4	134	25.6-1	5	5
Grade 5	112	28.0-1	4	4
Special Education	<u>11</u>	<u>11.0-1</u>	<u>1</u>	<u>1</u>
Total	745	25.6-1	26.5	27

be pointed out that the Special Education class now located at Pacific Junction, would also require an additional classroom. Thus, it would be possible to house all students of the district in Glenwood, with the purchase of two mobile classrooms. It has been estimated that the cost of a double mobile classroom would be approximately \$15,000.

Financially, this arrangement of students would result in the same expenses being eliminated as were presented in Table V, page 30, a total of \$58,080.93. The three additional busses and drivers would also be needed for a cost of \$30,870.

It is also possible that additional classrooms might be needed for the Senior High depending on what was done with the curriculum. To maintain the same high school curriculum as is now offered, would require partitioning of several large classrooms and perhaps the addition of several temporary classrooms. The High School would be crowded and providing the varied course offerings now available would be very difficult.

If a sizable increase in the High School enrollment should take place in the future, it would present a tremendous problem. Also, with this arrangement of students, it would appear that more teachers might have to travel between the Junior and Senior High Schools.

Some educational advantages would exist with this distribution. State requirements for high school graduation are now based on grades nine through twelve. If a student fails a ninth grade subject but is promoted to the Senior High, it presents a problem as to how to make up this credit. Many of the ninth grade students participate in Senior High band, athletics, speech, and other activities, which might be conducted more easily if grades nine through twelve were in the same building.

The State Department of Public Instruction evaluation team recommended this plan as a possibility to be considered in the immediate future.

We understand that the new senior high facilities were constructed to accommodate five hundred students. Consequently, we recommend that you consider the possibility of moving the ninth grade to the senior high school this fall, and move all sixth grade pupils into the junior high building. This would provide you the opportunity to study and possibly later adopt the middle school organization (grades 6-7-8)--a movement which appears to be gaining favor throughout Iowa and the nation. This change might also enable you to accommodate all elementary pupils within the Glenwood system. The four rooms vacated by the sixth grade could handle 85-90 pupils. If adjustments were made, the West Elementary School could provide for room for an additional 40 pupils without creating an unreasonable pupil-teacher ratio. The local administration should review this carefully, but to the team members, it would appear possible for the Glenwood facilities to accommodate all of the pupils from the outlying centers. This would mean a substantial saving to the district as the addition of one portable classroom or a rented facility would probably be the only requirement.⁴

⁴Ibid., p. 13

Option C

Option C of Proposal I consisted of closing the outlying centers and using mobile classrooms to handle the overflow from the outlying centers. This plan differs from Option B in that the High School and Junior High would remain as they were, grades ten through twelve, and seven through nine, respectively.

The financial statistics for closing the outlying centers and transporting the students to Glenwood remain the same as they were in Option B. The number of students involved and classrooms needed shown in Table VI would also remain the same. But, in addition to those students, the sixth grade class would have to be accommodated.

There are 110 sixth grade students who would require four additional rooms. As Table VI illustrated, twenty-seven rooms were needed for students in Kindergarten through fifth grade. This number, plus four additional rooms for the sixth grade, would require a minimum of thirty-one classrooms to be available on the elementary level.

At the time of the study, there were twenty-five rooms available, so this plan would require the purchase of three double mobile classrooms. These three double units could be purchased at a cost of approximately \$45,000, allowing \$15,000 for each.

If this option were to be implemented, consideration could be given to relocating the bus parking area and placing the mobile classrooms there, adjoining the West Elementary. The possibility also existed that land might be leased from the church adjoining the East Elementary School. It would appear that a suitable location for the mobile classrooms could be found.

Proposal II

This proposal and the two following proposals were alternate plans for distribution of students if centralization did not take place. Proposal II would close the Mineola and Silver City attendance centers and transport those students to Glenwood. The remaining students would be required to attend Pacific Junction or Glenwood, according to boundaries which would be established. Students living in the townships of Plattville, Rawles, Lyons, and Pacific Junction would be required to attend the Pacific Junction attendance center.

Since reorganization took place in 1961, elementary students have been permitted to attend the attendance center of their choice if room was available in the classroom. This practice has resulted in a higher pupil-teacher ratio in Glenwood than in the other attendance centers. At the time of the study, the pupil-teacher ratio in Glenwood

was 25.1 to 1 while in Pacific Junction it was 13.6 to 1. This proposal would equalize that pupil-teacher ratio.

Table VII and Table VIII, pages 39 and 40, present the enrollment, pupil-teacher ratio, and the number of teachers and classrooms needed under this proposal for Pacific Junction and Glenwood, respectively. As these tables show, the pupil-teacher ratio would be more evenly distributed than the present situation. A total of twenty-six teachers would be required. Twenty-six classrooms would be needed in Glenwood and twenty-five are available so only one mobile classroom would have to be purchased at an approximate cost of \$7,500.

The savings which would be realized by closing Mineola and Silver City are shown in Table IX, page 41. These total savings would amount to \$49,914.72. Transporting the students from Mineola and Silver City to Glenwood would require the purchase of two additional busses and drivers involving an expenditure of \$20,580.

Proposal III

Proposal III was suggested by several of the Silver City townspeople and was investigated to determine its merits as a plan for redistribution of students and personnel. The proposal stated that all sixth grade students in the entire school system would be sent to Silver City and the

TABLE VII
DISTRIBUTION OF STUDENTS, TEACHERS,
AND CLASSROOMS NEEDED IN PACIFIC JUNCTION
IN PROPOSAL II

	Enrollment	Pupil Teacher Ratio	Number of Teachers	Class- rooms Needed
Kindergarten	21	21-1	.5	1
Grade 1	26	26-1	1	1
Grade 2	15	15-1	1	1
Grade 3	14	14-1	1	1
Grade 4	21	21-1	1	1
Grade 5	17	17-1	1	1
Grade 6	<u>15</u>	<u>15-1</u>	<u>1</u>	<u>1</u>
Total	129	18.4-1	6.5	7

TABLE VIII
DISTRIBUTION OF STUDENTS, TEACHERS,
AND CLASSROOMS NEEDED IN GLENWOOD
IN PROPOSAL II

	Enrollment	Pupil Teacher Ratio	Number of Teachers	Class- rooms Needed
Kindergarten	108	27.0-1	2	2
Grade 1	97	24.2-1	4	4
Grade 2	102	25.5-1	4	4
Grade 3	97	24.2-1	4	4
Grade 4	111	27.7-1	4	4
Grade 5	95	23.7-1	4	4
Grade 6	<u>93</u>	<u>23.2-1</u>	<u>4</u>	<u>4</u>
Total	703	25.1-1	26	26

TABLE IX
EXPENSES ELIMINATED
PROPOSAL II

Operating Expense, Mineola	\$ 1,525.06
Operating Expense, Silver City	6,534.08
Mineola Insurance	247.55
Silver City Insurance	726.74
Travel Expense (2/3 of Total)	473.29
Less Four Teachers	27,408.00
Less Elementary Principal	<u>13,000.00</u>
Total	<u>\$49,914.72</u>

Silver City fifth grade would go to Mineola. This would result in grades Kindergarten through fifth at Mineola, and Kindergarten through fourth, plus all the sixth grade at Silver City.

Fiscally, this proposal would mean increased costs of operating the elementary schools of the district. All operating costs at each attendance center would essentially remain the same as was originally stated, but there would be the additional expense of transporting all the sixth grade students to Silver City. It was estimated that this could be done through the use of two shuttle busses, using busses already owned by the district. The cost of drivers for those two busses for a year would be \$3,780. To comply with the State Department of Instruction's ruling that "no elementary principal may supervise more than two attendance centers" which becomes effective in the fall of 1970, an additional principal would have to be hired, since none of the centers would be closed under this proposal. Also, with that many sixth graders at Silver City, it would necessitate an administrator spending more time there.

The hot lunch program would require another cook at Silver City to handle the 110 sixth grade students who would attend that center. Multiple classrooms would still exist and traveling personnel would still be traveling.

There is no hard surface playground available nor is there adequate playground equipment.

There would be no appreciable difference at Mineola except they would not have a sixth grade.

This proposal has some merit in the fact that it brings all of the sixth grades together and better results could be obtained from departmentalization. The sixth grade teachers would have fewer preparations and a greater opportunity for specialization. The Silver City gymnasium provides a facility lacking in Glenwood, enabling the school to offer a better physical education program. The East Elementary in Glenwood, which now has 99 of the Sixth graders, would have three empty classrooms which could be utilized for remedial reading, math, and music.

Proposal IV

Proposal IV would transport the sixth grades to Silver City and close Mineola and Pacific Junction. A half-day Kindergarten would be operated at Silver City for Kindergarten students from Mineola and Silver City. All students in grades one through five would be in Glenwood.

This proposal has all the merits of Proposal III stated above, but also eliminates the cost of two of the outlying centers.

The enrollment figures using this proposal were shown in Table X, page 44. As can be seen by this Table, all

TABLE X
DISTRIBUTION OF STUDENTS, TEACHERS, AND
CLASSROOMS NEEDED IN SILVER CITY AND GLENWOOD
PROPOSAL IV

	Enrollment	Pupil Teacher Ratio	Number of Teachers Needed	Class- rooms Needed
Silver City				
Kindergarten	17	17.0-1	1	1
Grade 6	110	27.5-1	4	4
Glenwood				
Kindergarten	114	28.5-1	2	2
Grade 1	128	25.6-1	5	5
Grade 2	120	24.0-1	5	5
Grade 3	109	27.2-1	4	4
Grade 4	134	25.6-1	5	5
Grade 5	<u>112</u>	<u>28.0-1</u>	<u>4</u>	<u>4</u>
Total	717	26.5-1	25	25

elementary students could be accommodated at Silver City and Glenwood without additional classrooms.

The savings to be realized through this proposal are shown in Table XI, page 46. The total savings to the school district amount to \$23,175.47. Two shuttle busses would be required to transport all the sixth graders to Silver City. Busses already owned by the district could be used for this, and the cost of two drivers would be \$3,780 per year. This plan would eliminate the hiring of an additional principal to meet state requirements.

TABLE XI
EXPENSES ELIMINATED
PROPOSAL IV

Operating Expense, Mineola	\$ 1,525.06
Operating Expense, Pacific Junction	7,166.87
Insurance, Mineola	247.55
Insurance, Pacific Junction	762.70
Travel Expense (2/3 of Total)	473.29
Less Elementary Principal	<u>13,000.00</u>
Total	<u>\$23,175.47</u>

CHAPTER IV

SUMMARY, FINDINGS, AND RECOMMENDATIONS

The purpose of school reorganization has been to furnish the best possible educational program for all the children of the area and to do so at the least possible cost. This study was an attempt to determine whether that purpose had been attained in the Glenwood Community School. The four proposals presented in the study will be reviewed in this chapter and the findings regarding each will be stated. Recommendations will then be made concerning re-distribution of students to provide the best educational advantage.

Proposal I was to centralize the elementary schools in Glenwood and close the outlying centers at Mineola, Pacific Junction, and Silver City. This plan would eliminate the cost of operating the outlying centers and permit better utilization of teachers and materials. The traveling personnel would no longer have to travel which would result in savings for the school district. Multiple grades would no longer exist. The special teachers in art, music, and physical education would no longer suffer the frustration of not being able to do the job they were trained to do. These persons find it very difficult to teach children on several different grade levels and do it well. Broader

educational programs would be available to all students of the district. Students from the outlying areas would have the social advantage of competition from more students their own age due to larger classes. The audio-visual equipment could be better utilized since it would all be available to all teachers.

If Proposal I were to be implemented, provisions would have to be made to accommodate all students from the outlying centers in Glenwood. One plan, Option A, called for construction of a new elementary building in Glenwood, to replace the East Elementary, which would contain all students now attending that center and the outlying centers. This option would enable all elementary students of the district to attend school in modern buildings, facilities which have been constructed for that specific purpose.

The usual deterrent to a plan of this nature is the cost of building such a facility. In this case, the savings that would be realized through the years from closing the outlying centers, make this plan advantageous even from the standpoint of costs. The initial cost would be offset by eliminating the continued and increasing costs of up-keep on three outdated buildings. The quality of education bought for each dollar spent would be far superior.

Option B, the second plan considered if the schools were centralized, would place grades nine through twelve at the High School and grades six through eight at the Junior High. Physically, this plan could be implemented with a minimum of expense to the district. However, it would result in crowded conditions at the High School and a serious problem would result if there should be an increase in high school enrollment. The high school curriculum would be limited due to the physical problem of having to accommodate another grade level. More teachers would have to travel between the Junior and Senior High Schools. It would not appear to be in the best interests of the school district to strengthen one level of education at the expense of another.

The third plan considered, if centralization were to take place, was Option C. This plan provided for the use of mobile classrooms in Glenwood to accommodate the overflow resulting from closing the outlying centers. It would appear that the cost of implementing this plan could be better utilized in a more permanent solution to this problem.

The remaining three proposals were alternate plans to be considered if centralization did not take place. Proposal II would close Mineola and Silver City attendance centers and require the remaining students to attend Pacific Junction

or Glenwood, according to township boundaries established. The major weakness of this plan was the condition of the building at Pacific Junction. The State Department of Instruction evaluation team recommended it be closed as soon as possible due to its condition. Residents of the district who lived in the townships required to attend Pacific Junction, would object to having their children removed from the Glenwood schools and forced to attend the Pacific Junction school. Financially, this plan would benefit the school district since two of the outlying centers would be closed. The pupil-teacher ratio would be equalized to a large extent.

The proposal suggested by some residents of Silver City, Proposal III, would transport all sixth graders to Silver City and move the Silver City fifth grade to Mineola. This proposal has little merit as it would mean additional costs to the district due to bussing all sixth graders to Silver City. All the centers would remain open, therefore all operating costs of the outlying centers would continue. Multiple grades would still exist, traveling personnel would still travel, and another administrator would be required to comply with state requirements. The only advantage of this plan would be that of having all sixth graders in one building. This would allow departmentalization.

with a better curriculum possible and a gymnasium would be available.

Proposal IV would transport all the sixth graders to Silver City and close Mineola and Pacific Junction. A Kindergarten would be operated half-days at Silver City for Kindergarten students from Mineola and Silver City. All students in grades one through five would be in Glenwood. This proposal was found to have some merit, in that, all sixth grade students would be together and costs for the district would be lowered due to the closing of the other two outlying attendance centers. The gymnasium in Silver City would be an asset in this plan. The students in grades one through five would have the same advantages mentioned previously under centralization.

Recommendations

Elementary education programs are the foundation for all education and their importance cannot be overemphasized. The elementary curriculum is changing very rapidly today. To have a quality program on the elementary level, it is necessary to have adequate facilities to accommodate the newest techniques and innovations in education.

After considering the facts of this study from the standpoint of costs, educational advantages, and social advantages, it would appear that Proposal I, Option A,

would be the best solution to the problems of the Glenwood Community School District. This plan would close the outlying centers and provide for the construction of a new building in Glenwood to accommodate the students from the outlying centers plus the students of the East Elementary School in Glenwood.

The State Department of Instruction evaluation team recommended that the East Elementary School be replaced by a new structure as soon as possible. The East building is over seventy years old and shares many of the weaknesses that exist in the facilities of the outlying centers. If a quality educational program is to be offered, facilities which promote and enhance the program must be available. It would appear that a new elementary building would provide the Glenwood school an opportunity to have such a program. Equality of educational opportunities would then be available to all students of the Glenwood School District. The inequities which now exist would be eliminated.

If a new elementary building were to be constructed it would take a number of years before this plan could become a reality. It would appear that Proposal IV would be a good interim proposal, until such time that a new building could be voted on and constructed. Proposal IV, moving all sixth graders to Silver City, could be done

with minimal expense to the district and without disrupting the current school organization. This proposal has not been recommended as a permanent arrangement due to the condition of the buildings at Silver City and at the East Elementary Building in Glenwood.

As a result of this study, it is the opinion of the investigator that the Glenwood Community School District has the potential to build a quality educational program which would provide valuable opportunities for every student who will in the future attend elementary schools in the district.

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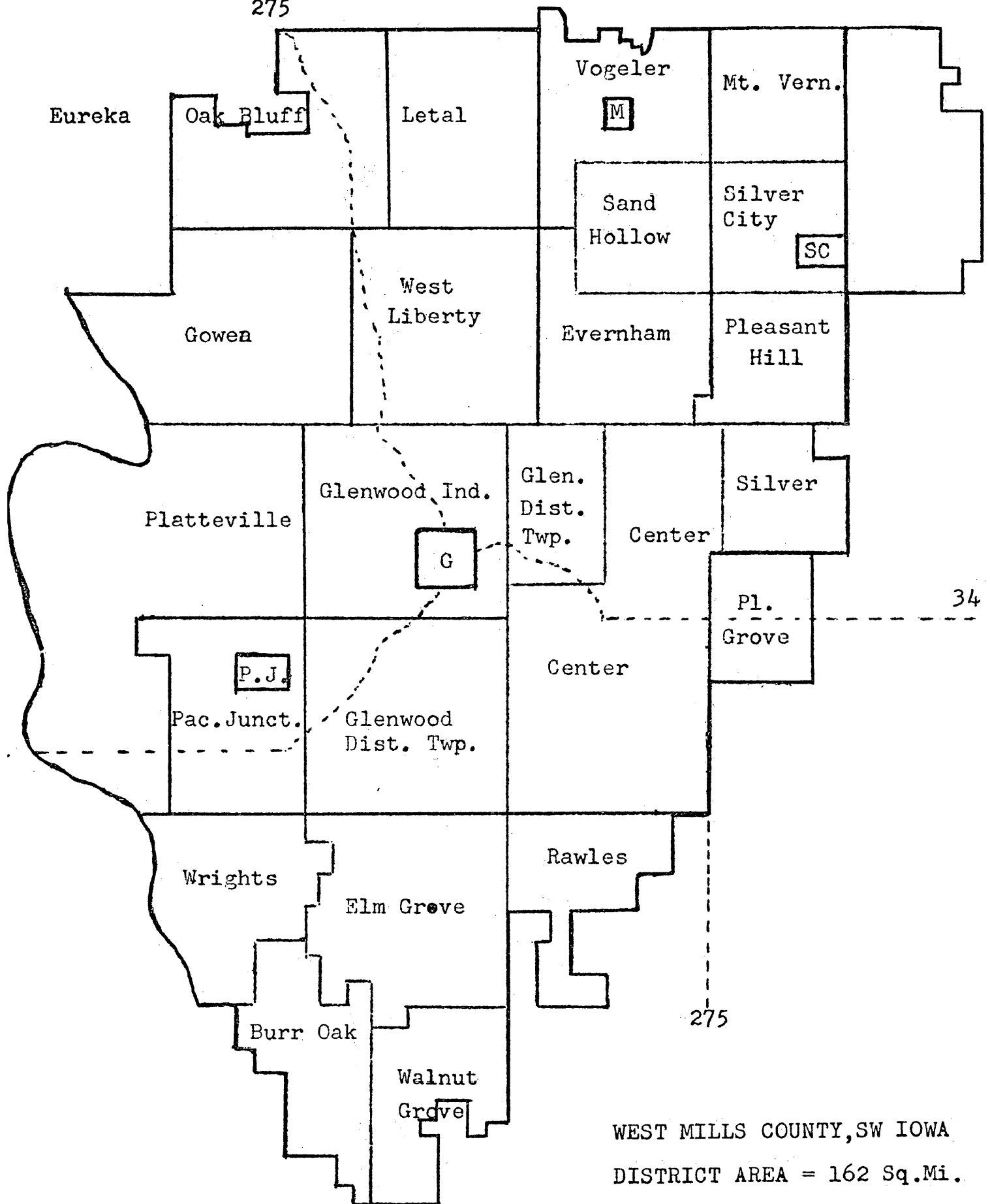
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APPENDIX

GLENWOOD COMMUNITY SCHOOL DISTRICT

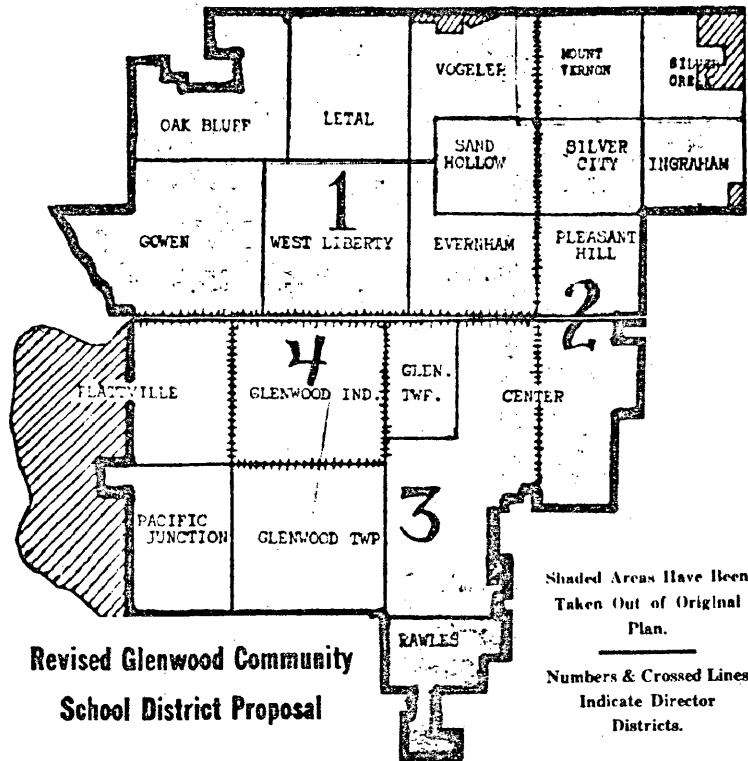
275



WEST MILLS COUNTY, SW IOWA
 DISTRICT AREA = 162 Sq.Mi.
 Re-Organized 1961
 and Additions made 1966

VOTE YES ☒

WEDNESDAY, MARCH 29 - POLLS OPEN 12 NOON TO 7 P.M.



Valuation and Enrollment for the 18 Present Districts Involved

DISTRICT	ENROLLMENT	ASSESSED VALUATION
Glenwood	154 579	\$ 3,259,748
Pacific Junction	41 130	706,582
Silver City	17 58	487,028
Glenwood Township	8 44	779,908
Center Township	19 57	1,167,440
Pleasant Hill	2 8	258,598
Ingraham Center	7 8	196,428
Silver Creek	4 4	229,445
Evernham	9 24	301,315
Gowen	13 35	323,299
Letal	4 14	316,634
Sand Hollow	2 11	318,249
West Liberty	18 31	586,230
Vogeler	13 34	456,116
Mt. Vernon	4 4	333,626
Plattville Township	4 30	170,688
Oak Bluff	5 13	381,949
Rawles Township	2 16	181,799
Totals	326 1100	\$10,683,446

Outline of Facts and Recommendations by the Steering Committee

- There are four director districts from which one director will be elected plus one director at large. This director at large may come from any of the four districts that are outlined as director districts on the map.
- Each of the four towns are included in each of the four director districts.
- Transportation - To be arranged in such a manner that pupils do not ride in excess of 60 minutes. If possible a 45 minute maximum is to be attempted or planned.
- Pacific Junction Elementary pupils are to attend Pacific Junction, Glenwood Elementary pupils are to attend the Glenwood schools, Silver City Elementary pupils are to attend school in Silver City and Mineola Elementary pupils at Mineola. This is a recommendation to eliminate transportation of at least all lower elementary pupils from town to town since schools or attendance centers would be planned in these areas.
- Junior High students will remain with the elementary grades in local schools where practical to do so.
- Rural students are to attend the closest school or school of their choice where practical.
- A proposed complete and comprehensive planned curriculum and extra curriculum activity program.
- More complete and economical use of plant facilities, teaching personnel and supervision.
- Consider the above facts and don't be confused by rumors. The future educational welfare of your children depends on your voting "Yes" and thus helping establish the Glenwood Community School District. VOTE March 29 in your own school district - voting booths will be open from 12:00 noon until 7:00 p.m.

The Above Statements Are Endorsed By

Donald Burgoon Silver Creek
Gordon K. Gaylord Rawles
Dwight Keith Ingraham
Russell Crouch Center
R. G. Miller Vogeler
Franklin Johnson Glenwood Twp.
Ormond Schoening Sand Hollow
E. C. Magaret, M. D. Glenwood Ind.
W. C. Anderson Pacific Jct. Ind.

Stanley Rowe West Liberty
Wilbert Kahl Silver City Ind.
Otto Kahl Letal
Charles Plumer Jr. Oak Bluff
Elvin Rohrberg Evernham
Dale Lincoln Plattville
Harvey C. Bolte Pleasant Hill
Dennis Downing Gowen No. 1
Robert Kruse Mt. Vernon